

# DESIGN FOR DEVELOPMENT: The Toronto-Centred Region

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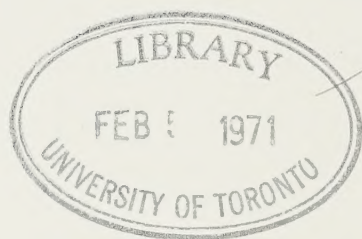
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DESIGN FOR DEVELOPMENT: THE TORONTO-CENTRED REGION

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## FOREWORD

This document is the first in a series of regional development reports under our Design for Development Program. As implied by its title, this report on the Toronto-Centred Region provides the basic concept for the comprehensive development of an area within an arc extending 90 miles from Toronto.

This report is based upon a foundation of extensive and intensive research. A substantial contribution was made by the earlier Metropolitan Toronto and Region Transportation Study, and by both public and private reactions to a published volume of that study, *Choices for a Growing Region*, released in June 1968. The report is also based on important suggestions from the five Regional Development Councils and the five Regional Advisory Boards within the broad area. Many of the Provincial Government Departments and Agencies have also contributed substantially. The final report was co-ordinated by the Regional Development Branch of the Department of Treasury and Economics under the general supervision of the Interdepartmental Advisory Committee on Regional Development.



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## INTRODUCTION

### Background

The approach toward a development concept for the Toronto-Centred Region began in December, 1962, when the Government of Ontario issued an Order-in-Council establishing the Metropolitan Toronto and Region Transportation Study, (MTARTS). In June 1968, the final report was officially released. Volume 2 of the MTARTS Study, *Choices for a Growing Region*, was a study of alternatives for the emerging development pattern.

The Government then requested public and private briefs so that an acceptable regional plan could be made. This process overlapped the province-wide planning, on a regional basis, that had already begun with the announcement of *Design for Development* in April 1966. An interdepartmental Goals Planning Committee was established to evaluate the incoming briefs and alternative Goals Plans set out in the MTARTS report.

In October 1969, the MTARTS study area was enlarged and the new area was entitled the Toronto-Centred Region. Although the MTARTS study area was suitable for transportation planning, it was not entirely appropriate for regional planning. The added portion forms an arc outside the old MTARTS area, and includes Kitchener-Waterloo, Brantford, Midland, Peterborough, and recreation districts to the north and north-east.

### Purposes of the Report

The purposes of this report are to establish the Development Concept as a guideline to be followed in all government decisions having an effect on the Region, and to provide a basis for public reaction as to how the Regional Development Concept can be carried out and how the broad proposals contained in it can be made more specific.

The chapter on Regional Development Perspective places the Region in the economic, social, and geographic context of north-eastern North America, Canada, and the Province of Ontario. The geographic structure and dynamic interrelationship of the Region with its Metropolitan core are described. The physical features which exert the predominant influences on the Region's shape are discussed. Finally, the changing parameters of development in the region are listed.

Five fundamental planning principles and twelve basic goals, all of which have been adopted as guides for decision in aiming at conclusions, are listed and explained.

Trends of the Region's past and current growth are described and evaluated against these principles and goals to yield a statement of present major inadequacies and future problems of such trends.

Finally, the focal points of future development policy are discussed along with the fundamental reasons for each. The urban pattern is stressed, with special attention to the Lake Ontario urbanized area and the potential for urban development elsewhere in the Region. Basic guidelines for regional land use are given. The special role of transportation is pointed out.





## SUMMARY OF FINDINGS AND POLICY RECOMMENDATIONS

The Toronto-Centred Region's population is expected to reach the neighbourhood of 8 million by the year 2000, compared with 3.6 million in 1966.

Increases in family income, mobility and leisure time will make the Region more accessible and more extensively used. The Region will continue to grow as part of the Chicago-Detroit-Toronto-Montreal megalopolis and as the financial, manufacturing, cultural and communications centre of Canada and especially of Ontario.

*Within the Region* growth is increasingly concentrating in the metropolitan core and towards the west and south-west. There is only modest growth to the north and east — even in those places which have the capacity to attract their own residents and commuters and thus reduce congestion elsewhere.

From an *urban perspective*, growth is “suburbanizing” predominantly westward in a pattern that contains aspects of unstructured sprawl. Within the commuting area surrounding Metropolitan Toronto, quantities of land are being removed prematurely from agricultural and recreational use both for low density residential purposes and for speculation.

In the *peripheral belt*, which has a special recreation relationship to the urban population of the Lake Ontario urban corridor, summer residences are taking up sizeable quantities of land, particularly along the lakefronts.

The problems of such trends, if they are not properly structured, can be broadly grouped as follows:

*Massive Urbanization, Congestion:* Difficulties in environment, housing, traffic, recreation, urban design and access to and from the hinterland.

*Urban Form:* Inefficiencies in the provision of flexible, least-cost, high performance trunk services, such as transportation and water and sewer.

*Region's Space and Resources:* Insufficient use of districts with good development potential, but beyond easy commuting range of Metropolitan Toronto.

*Provincial Integration:* Detraction from effective integration of the northern and eastern parts of the Province with the Toronto-Centred Region because of the strong thrust to the west and southwest from Metropolitan Toronto.

*Regional Environment:* Misallocation of prime recreation and agricultural areas.

The main purposes of the Toronto-Centred Region Development Concept are to: (i) shape the growth of the Region's metropolitan core into a two-tiered urbanized area, (ii) encourage growth in selected communities beyond easy commuting range of Metropolitan Toronto, and thus help to decentralize the Region and prevent a swollen growth within and near Metropolitan Toronto, and (iii) set basic guidelines for regional





land use. Of the Region's expected population of nearly 8 million people, 5.7 million, or 71 per cent are targeted for the lakeshore urbanized area, 300,000, or 4 per cent for the adjacent commuting zone, and 2.0 million or 25 per cent for the peripheral belt. (These are shown as zone 1, 2 and 3, respectively, in Plate 3.) The key points of future development policy are:

Develop a well-structured, urbanized zone from Bowmanville to Hamilton for a population of approximately 5.7 million by the year 2000, the structure to be basically a two-tiered arrangement of cities separated by a parkway belt of open space with mainly non-urban uses, but containing high performance inter-urban transportation and other trunk services. Stimulate the eastern corridor to a higher growth rate.

Encourage growth in key places to the north (such as Barrie and Midland) and the east (such as Port Hope and Cobourg) where there already exists an unused potential for development. If so encouraged, such places will attract their own daily commuters and thus will reduce commuting congestion to and from Toronto.

Try to resolve the growth problem of the Kitchener-Waterloo-Galt-Preston-Guelph area without drawing upon it to make room for growth touched off by Toronto.

Reserve sizeable districts northeast and northwest of Metropolitan Toronto for open space, conservation areas, recreation and agriculture.

Carefully encourage selected communities along the northern route between Metropolitan Toronto and Barrie (Richmond Hill, Aurora, Newmarket) using existing and prospective public facilities.

Maintain the Georgian Bay shoreline, Lake Simcoe, Kawartha Lakes and the Niagara Escarpment as well as parts of the Lake Ontario shoreline, for conservation and recreation uses for the expanding population.

Develop a transportation pattern to provide the best possible service for all parts of the Region as envisaged in this Concept.



## THE REGIONAL DEVELOPMENT PERSPECTIVE

Development of the Toronto-Centred Region must consider: (1) the overall economic, social and geographic context in which the Region grows, (2) the geographic structure and dynamic interrelationships between the Region and the Metropolitan Toronto regional core, (3) the physical features which constrain and shape the Region's growth, and (4) the changing conditions of regional development, which continually alter the relationship of population to space.

### **The International, National, and Provincial Context**

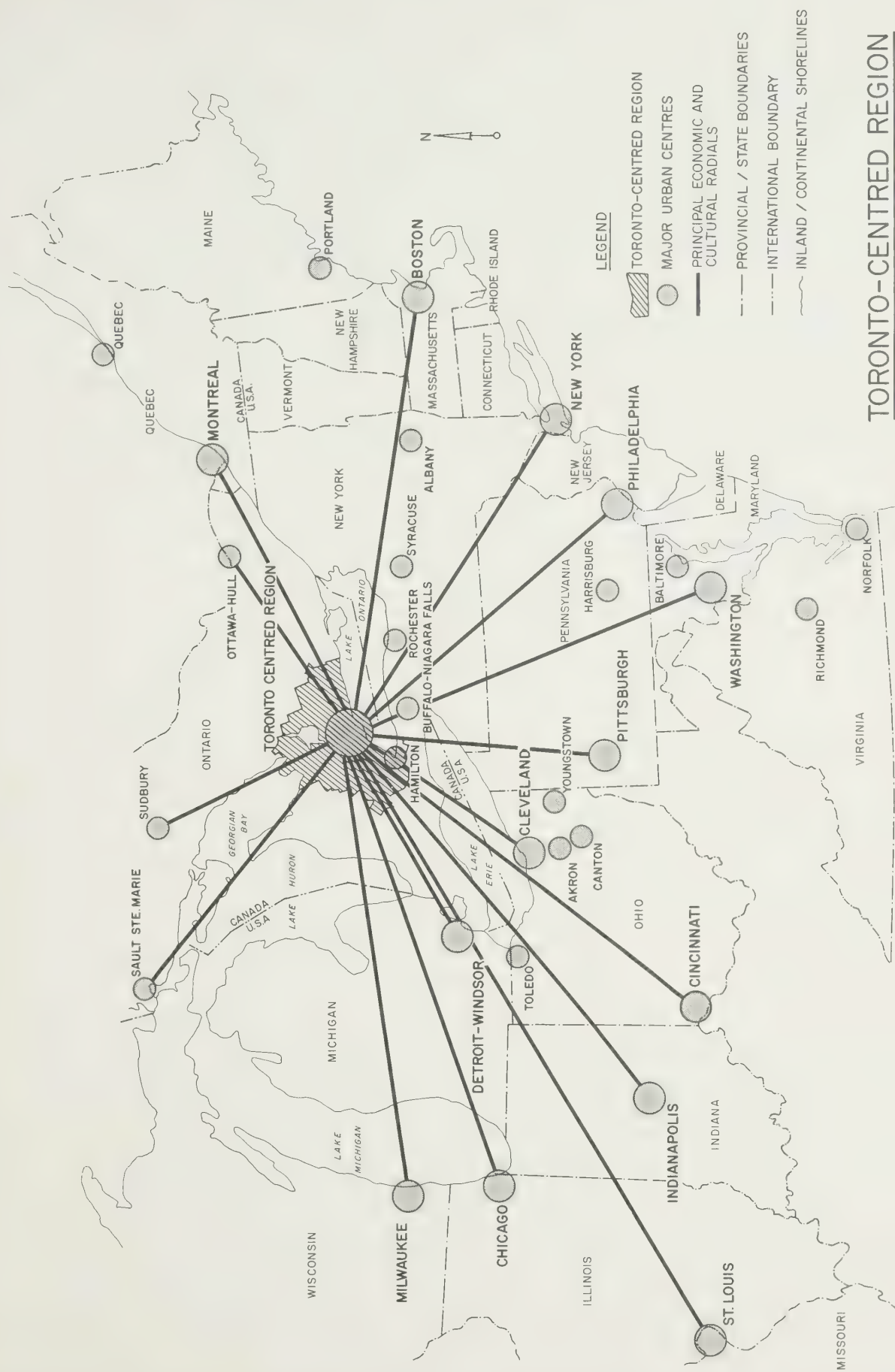
The first perspective of regional development in the Toronto-Centred Region is the international, national, and provincial context.

The development of the Region obviously is greatly dependent upon the role of the Region in the Northeastern quadrant of North America, in Canada and in the Province of Ontario.

- (i) The Toronto-Centred Region is strongly influenced by surrounding major metropolitan centres of Northeast North America - New York, Boston, Detroit, Chicago, St. Louis, Montreal. The market within 500 miles includes 90 million people (see Plate 1).
- (ii) The Region is in close proximity, and has strong economic linkages, to the heartland of American industry, which is found in the Chicago-St. Louis-Cincinnati-Cleveland quadrilateral and reaches eastward, in both Canada and the United States, to such leading seaports as Montreal and New York.
- (iii) With increasing economic interdependence, these linkages have stimulated a development corridor between Chicago and Montreal (the Great Lakes - St. Lawrence Megalopolis) of which the Toronto-Centred Region is a major sector.
- (iv) Because of the location within the Great Lakes - St. Lawrence Megalopolis, the Toronto-Centred Region probably can increase its economic role in processing resources which currently originate in Northern Ontario, and move to major markets in the Chicago-Detroit-Cleveland industrial area.
- (v) This Region performs a leading manufacturing, financial, and cultural role in Canada. The manufacturing predominance is partly a result of the adjacent location to American firms with branch plants producing for the Canadian market. Metropolitan Toronto is a focus of cultural and financial leadership in meeting national aspirations. It also is a national communications centre.
- (vi) The primacy of the Region in the Province's economic, social and cultural life needs no elaboration. The Region accommodated 3.6 million of the Province's 6.96 million people in 1966. This was 52 per cent of the total, and the proportion is still rising.









- (vii) The inequity of opportunity and income between the Toronto-Centred Region and the Georgian Bay, Northeastern and Eastern Ontario regions, is one of the Province's most critical development problems.

### Geographic and Functional Structure of the Region

The Region is shown on Plate 2. The second perspective is the set of geographic and functional interrelationships among (i) the lakeshore urbanized area, (ii) the commutershed, and (iii) the peripheral zone.

- (i) The *lakeshore urbanized area* is that zone which encompasses the Metropolitan core itself, plus reasonably adjacent urban settlement. On Plate 3, this is shown as Zone 1.
- (ii) The *commutershed* is that zone beyond the lakeshore urbanized area but within easy daily commuting range of employment in Toronto. On Plate 3, this is shown as Zone 2.
- (iii) The *peripheral zone* is that belt beyond the commutershed which is still well within the orbit of highly specialized influences of the Metropolitan core. Its economy is tied to the Region's core, and it acts as open space and recreation territory for the urban population. On Plate 3, this is shown as Zone 3.

This three-zone geographic breakdown is shown on Plate 3. The actual boundary lines are drawn to reflect improvements in transportation and continued mass urban development along the Lake Ontario shore.

The highlights of the functional interrelationships of these zones in the Toronto-Centred Region are as follows:

- (i) The southwestern districts of Zone 3 are well developed, with urban places functionally tied to the Metropolitan Toronto core.
- (ii) The northern and northeastern districts of Zone 3 now have a special recreational relationship to the population of Metropolitan Toronto, but offer promise of urban development.

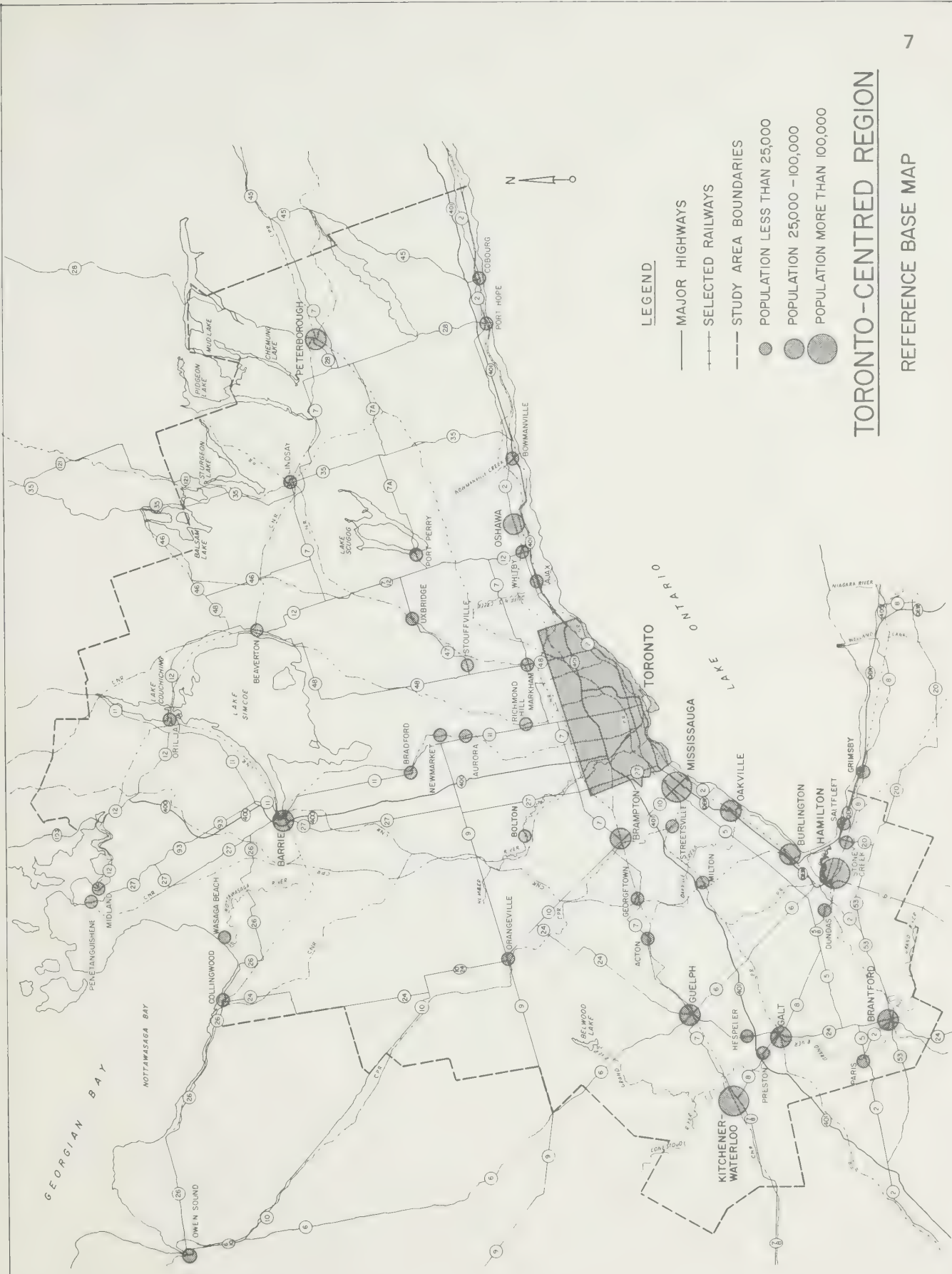
### Physical Features which Shape the Region

Very prominent physical features set the northern, eastern and southern boundaries: (i) The shape of the land area of southwestern Ontario, and its two-point connection to the American land mass exert a very strong westward attraction in the direction of development. (ii) The Georgian Bay shoreline and the edge of the Canadian Shield provide a physical border to development in the north and northeast. (iii) In the eastern part of the Region, the Canadian Shield forces development into a narrow neck of land along Lake Ontario. (iv) The location of the Region and Metropolitan Toronto on a more or less straight shoreline limits development to a semicircular arc.

Physical features shape regional growth by acting either as constraints or attractions to development.







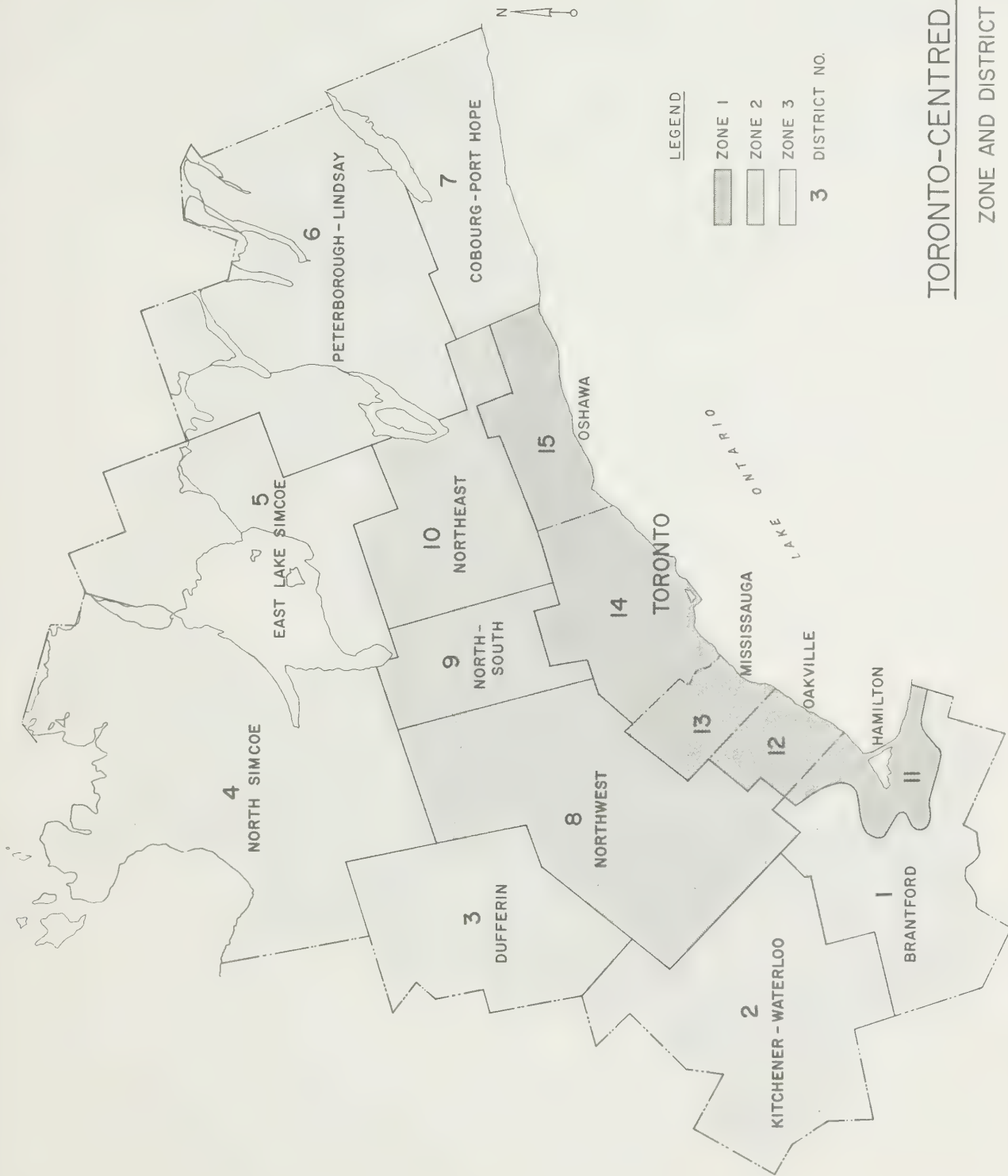
**LEGEND**

- MAJOR HIGHWAYS
- - - SELECTED RAILWAYS
- · - · - STUDY AREA BOUNDARIES
- POPULATION LESS THAN 25,000
- POPULATION 25,000 - 100,000
- POPULATION MORE THAN 100,000

**TORONTO-CENTRED REGION**

**REFERENCE BASE MAP**





# TORONTO-CENTRED REGION

ZONE AND DISTRICT MAP





- (i) The high quality agricultural land which is predominantly to the west of Metropolitan Toronto was the earliest attraction and therefore set historical development patterns.
- (ii) The location of Lake Simcoe makes Simcoe County a natural transportation corridor to Northern Ontario.
- (iii) The interior watersheds do not have extremely large rivers to tap for water supplies and to carry treated sewage effluent, thus limiting the location of larger urban centres to the Lake Ontario Shore or to Georgian Bay, rather than the interior.
- (iv) The scenic and recreational assets of the Niagara Escarpment, Lake Simcoe, the Georgian Bay shore and the Kawartha Lakes naturally restrict their use for urban purposes.

### **Changing Regional Development Conditions**

Population growth in the Toronto-Centred Region is expected to continue at a high rate. From a 1966 base of 3.6 million, the population is expected to reach close to 5 million by 1981 and nearly 8 million by the year 2000. The relationship of the population to the Region's resources and space will be altered by three types of change:

- (i) Family incomes are expected to triple by the end of the century, and approach \$15,000 per family (at today's price levels).
- (ii) Leisure time is expected to increase with the possibilities of the considerably shorter work week and longer vacation.
- (iii) Mobility will be considerably greater.

The major influences associated with these changing conditions are higher education levels and technological innovation.

These changes can be expected to manifest themselves in greater per capita space requirements both within the urban centres and in the rest of the Region, especially in recreation areas. Increase can be anticipated in residential and transportation space per capita and in employment space per employee.

These and related changes must be anticipated and planned for. As applied to Toronto, such planning can be expected to be applicable to an ever-widening area. Only 35 years ago, the City of Toronto and the older suburban towns encompassed less than 100 square miles. When Metropolitan Toronto was formed in the mid 1950's, the administrative area was 240 square miles and the planning area more than 700 square miles. But the MTARTS planning area was about 3,200 square miles, and the Toronto-Centred Region encompasses 8,600 square miles for prime impact, while the interaction area comes to about 15,000 square miles.





## PRINCIPLES OF DEVELOPMENT AND SELECTED REGIONAL GOALS

A set of regional goals was adopted to assess present growth trends and plan the Region according to a basic set of values. As a result, five basic principles were developed.

### Development Principles

The development concept rests on five basic principles, each of which relates both to current and future conditions:

1. The principle of *linearity*, which seeks as far as possible to align urban places along a series of more or less straight paths to take maximum advantage of parallel routes for transportation and services.
2. The principle of *functional efficiency*, which seeks a best set of political, economic, and social relationships for all urban and rural places.
3. The principle of *decentralization*, which emphasizes (i) the importance of metropolitan centre influence, and (ii) a logical distribution of urban places within a metropolitan region, with special attention to the encouragement of smaller centres which functionally are related to the metropolitan region, but geographically are located beyond easy commuter range to the metropolitan centre.
4. The principle of *space conservation*, which stresses, on a per capita basis, adequate open space and recreational requirements.
5. The principle of *natural resource conservation*, which stresses the need for careful use of land, water and air.

### Goals for the Region

Each of the following 12 goals has social implications, although these are mentioned specifically only in Goal 11. In accordance with the recommendations of our internal committee working on the Report, the vital social implications are to be considered in conjunction with all twelve goals. The goals are:

1. To facilitate the achievement of the Region's economic potential, consistent with the overall provincial interest and development.
2. To preserve the unique attributes of the regional landscape.
3. To minimize the urban use of productive agricultural land.
4. To minimize the pollution of water and the atmosphere.
5. To facilitate and maintain a pattern of identifiable communities.



6. To provide best possible accessibility for the movement of people and goods.
7. To provide essential transportation, water and sewer facilities at minimum cost consistent with overall benefit.
8. To maximize opportunities for using specialized services and facilities.
9. To develop in a manner consistent with the needs arising from long-term population trends, particularly in scale of growth and anticipated changes in household size and composition, and in age distribution.
10. To develop in a manner consistent with emerging and probable future technological innovations, i.e. to facilitate, adjust to, and receive the benefits of such possibilities.
11. To develop in a manner consistent with the needs arising from social changes resulting from future economic and technological developments, e.g. changing patterns of leisure.
12. To develop the Region in a manner that provides flexibility.





## TREND PATTERNS AND INHERENT PROBLEMS

### The Pattern of Trends

The pattern for the Toronto-Centred Region reflects a process guided by present and past public policies—in effect, uncoordinated public policy. The predominant trends are as follows:

1. From a regional perspective, growth is concentrating at the Region's core, i.e. Metropolitan Toronto.
2. From an urban perspective, growth is "suburbanizing" into patterns with aspects of unstructured sprawl, with considerable intensity along the major transportation axes, and infilling of low density sprawl between these axes. Sprawl tends to be westward, toward the developed south-western part of the Province. Coincident with this process is the continued intensification of high rise developments close to the Toronto central business district and other urban focal points.
3. In the commutershed, especially toward the north-west, the country resident who is employed in Toronto is taking up large tracts of land. This practice is removing from use large quantities of prime agricultural and recreational lands.
4. The peripheral areas are growing at a very modest pace in the eastern, north-eastern and northern segments of the peripheral arc. But along the western peripheral segment, especially around Kitchener-Waterloo, there is considerable growth in an area which will be difficult to provide adequately with sewer and water facilities.
5. Summer residences are taking up large areas of land in recreation areas, particularly along lakefronts.

### Emerging Problems of Trends

The major trends problems and their implications can be categorized as: (1) those relating to extensive urbanization; (2) those related to the urban form created by aspects of unstructured sprawl; (3) those related to the inadequate use of districts with high development potential; (4) those related to the lack of provincial integration; (5) those related to the misallocation, misuse and consequent damage to non-renewable regional resources.

1. Some problems of extensive urbanization are those of pollution, bad housing, traffic congestion, lack of recreation, unsuitable urban design, poor access to and from the hinterland and sheer lack of space. The problems of Metropolitan Toronto stem especially from the high rate of population growth of an already densely populated area. The basic problems are:
  - (i) The shortage of land for housing is acute; and, together with capital shortage, has priced home ownership beyond the reach of a large proportion of the population. This has led to disruption of otherwise stable neighbourhoods and a deteriorating residential environment near the heart of the metropolis.



- (ii) Industrial land also is in increasingly short supply in some areas.
  - (iii) In parts of Metropolitan Toronto, the local street system is rapidly becoming obsolete because of an increasing number of high density developments.
  - (iv) The tremendous increase in people adds to the cost of streets—both in upkeep and expansion. Expensive basic facilities in good condition become inadequate and must be renewed prematurely.
  - (v) Requirements for the so-called soft services, such as education, are becoming harder to meet.
  - (vi) Extension and improvement of public parks and open spaces become difficult.
2. The problems associated with the urban form of unstructured westward sprawl are sheer inefficiencies in the provision of economic, adequate transportation and service networks.
    - (i) The westward thrust of growth is not offset, at least in part, by an active eastward growth. This makes a transit system difficult to operate, by requiring – high-capacity facilities which are not needed throughout the system.
    - (ii) Radial development, when the routes are widely separated, makes it difficult to put an optimum population within reach of high performance transit, water and sewer services.
    - (iii) Unstructured sprawl, where it exists, can create costly road and service systems, and reduce the choice of transportation means, thereby decreasing efficiency.
  3. Inadequate use of the Region's space and resources results in lost opportunities and difficulties in long-term growth.
    - (i) Transportation could be more economically utilized if traffic flows occurred – more evenly and rail lines were used to higher capacity.
    - (ii) Some outlying locations offer better access to the more charming parts of the Region. Settlement there would reduce the recreation traffic since these residents would not live in Metropolitan Toronto. This in turn would improve hinterland access to those who do live along the Lake Ontario shore.
  4. Current trends do not foster provincial integration in either the geographic, social, or economic sense. Just the opposite; such trends, concentrating in the Region's core and thrusting west, reinforce existing strong linkages among the well-developed south-western parts of the Province, but do little to strengthen the linkages and ties with Northern or Eastern Ontario.
    - (i) The possibility of greater interaction between the Toronto-Centred Region's skills and markets and Northern Ontario's resources becomes more remote as does the connection with the Eastern Ontario economy. The northern and



eastern areas of Ontario, therefore, simply are not stimulated to further growth by the structure of the Toronto-Centred Region.

- (ii) The trend pattern does not move growth into areas of low income, which lie north and east.
- (iii) Socially, the relationships between Northern Ontario, Eastern Ontario and the Toronto-Centred Region become weakened, reducing the overall sense of provincial identity.





## FOCAL POINTS OF DEVELOPMENT POLICY FOR THE TORONTO-CENTRED REGION

The general guidelines presented here are designed to help overcome the emerging problems of trends, fulfil the goals as much as possible, and be consistent with the principles of development (Plate 4). As mentioned previously, implementation of this seven-point program is expected to be accompanied by a relative shift of population. Whereas in 1966, 75.6 per cent of the population was in the Lakeshore urbanized area (Zone 1), 4.5 per cent in the commutershed (Zone 2), and 19.9 per cent in the periphery (Zone 3), by the year 2000 the relative distribution is expected to be approximately 71 per cent, 4 per cent and 25 per cent, respectively.

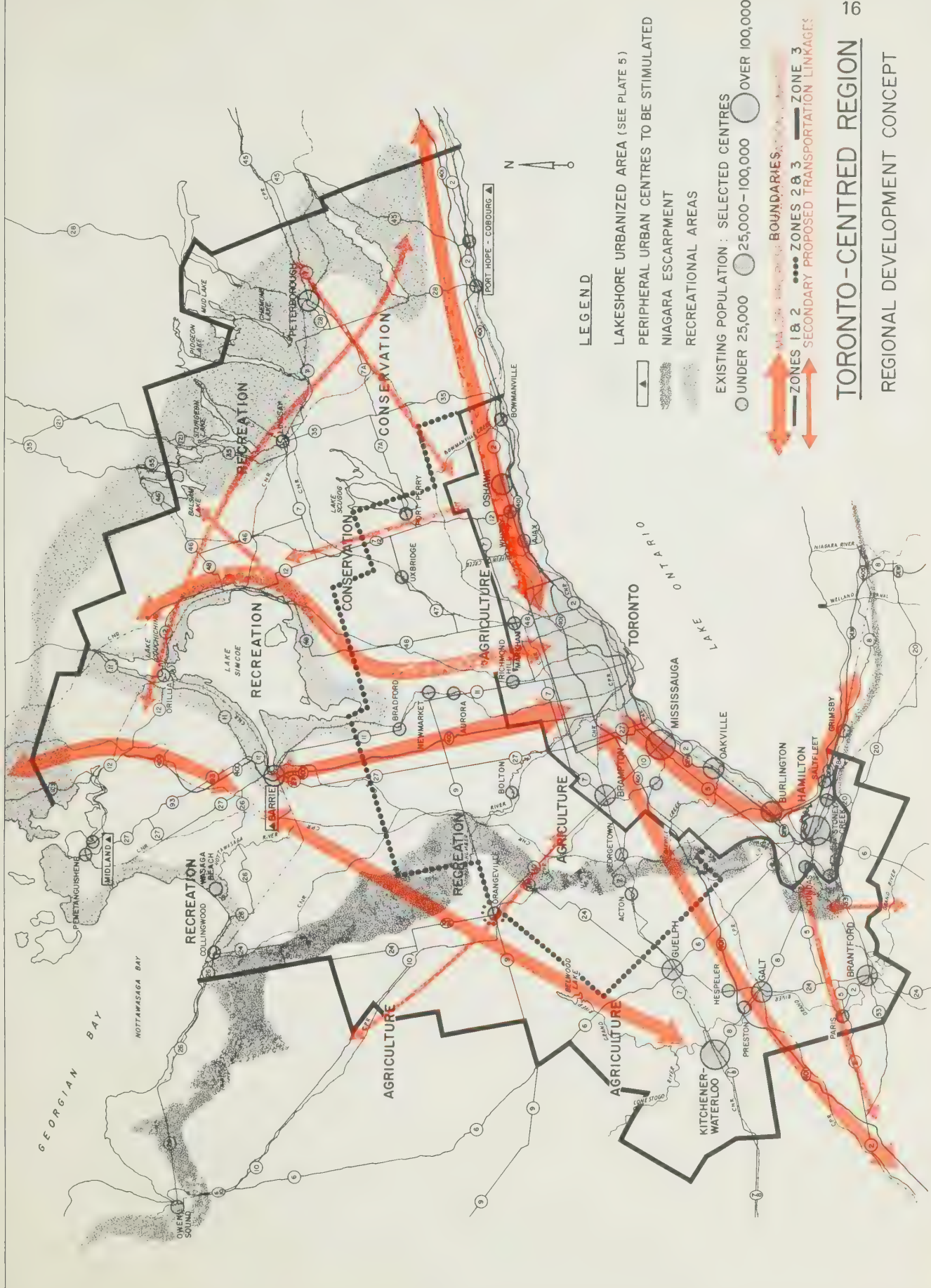
Of the seven points in our program, the first five relate to the individual zones, whereas the last two apply to the Region as a whole.

1. Develop a well structured urbanized area (Zone 1) along the Lake Ontario shore from Bowmanville to Hamilton.
2. In the peripheral zone (Zone 3) develop such urban areas of reasonably significant size as Barrie and Midland in the North Simcoe district, and another at, or in the vicinity of, Port Hope-Cobourg. This reflects the conviction that decentralization of high growth from Metropolitan Toronto must begin soon and that these are appropriate places to encourage new growth.
3. Also in the peripheral zone, determine the roles of the Kitchener-Waterloo-Guelph-Galt urban cluster and of other key urban places, and resolve the current physical development constraints.
4. Within the commutershed (Zone 2) adopt a policy of retaining land as much as possible for recreation and agricultural and open space uses. This policy would concentrate limited growth mainly within existing communities.
5. However, also within Zone 2, develop a small urban axis north of Metropolitan Toronto towards Barrie.
6. Maintain the Georgian Bay shore, Lake Simcoe, the Kawartha Lakes, the Niagara Escarpment, valley systems of the commutershed, and other key places as recreation and open space areas.
7. Create a transportation plan that will articulate the proposed Development Concept.

### **The Lake Ontario Urbanized Area (Zone 1)**

The Development Concept for the Lakeshore Urbanized Area from Bowmanville to Hamilton is a modification of Goals Plan II of the Metropolitan Toronto and Region Transportation Study (see Plate 5). Zone 1 is expected to accommodate 5.7 million of the Region's 8 million people by the year 2000. Of this number, approximately 3.1





# LEGEND

- ▲ LAKESHORE URBANIZED AREA (SEE PLATE 5)
- PERIPHERAL URBAN CENTRES TO BE STIMULATED
- NIAGARA ESCARPMENT
- RECREATIONAL AREAS
- EXISTING POPULATION : SELECTED CENTRES
- UNDER 25,000
- 25,000 - 100,000
- OVER 100,000
- ZONES 1 & 2
- ZONES 2 & 3
- ZONE 3
- SECONDARY PROPOSED TRANSPORTATION LINKAGES
- BOUNDARIES

## TORONTO-CENTRED REGION REGIONAL DEVELOPMENT CONCEPT

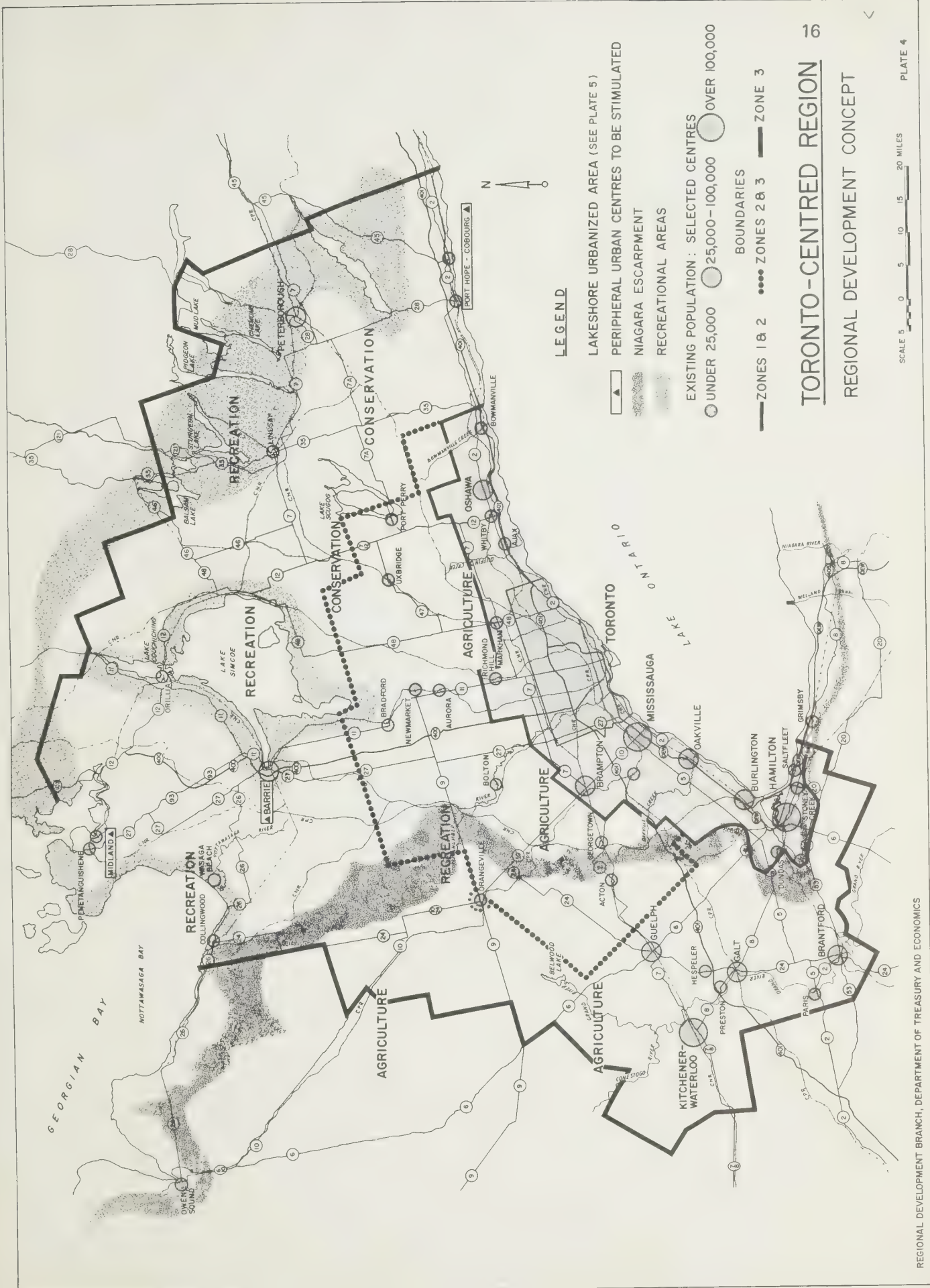
SECONDARY PROPOSED TRANSPORTATION LINKAGES



PROPOSED TRANSPORTATION LINKAGES

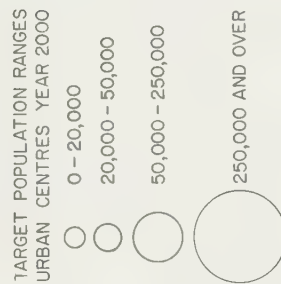












<b>L</b>	LOCAL CENTRE		CENTRES IN EXISTENCE AND GROWING
<b>S</b>	SUB-REGIONAL CENTRE		EMPHASIS ON DEVELOPMENT 1970-1980
<b>R</b>	REGIONAL CENTRE		EMPHASIS ON DEVELOPMENT 1980-2000
			CONCEPTUAL PARKWAY BELT SYSTEM

## DEVELOPMENT CONCEPT FOR ZONE I



million are expected to be in Metropolitan Toronto and its immediate northern fringe, 1,850,000 are expected to be west of Metropolitan Toronto, and 750,000 east of Metropolitan Toronto. This calls for a considerable shift within Zone 1 both east and west from the Metropolitan area.

1. The urban centres are arranged in a linear urbanized area from Bowmanville to Hamilton.
2. The eastern portion of this area, extending from the boundary of Metropolitan Toronto to Bowmanville, is to be stimulated.
3. The structure is to be basically a two-tiered arrangement of cities in both the eastern and western parts of the urbanized area.
4. Hamilton and Oshawa-Columbus are projected as the major terminal cities, especially for mass transit. These will act as regional centres to promote economic and social identification and efficiency.
5. Urban centres of the urbanized area are to be separated by a Parkway Belt system of mainly non-urban uses, and at the same time connected by a regional transportation network. This would connect the cities, and be comprised of facilities incorporated into the Parkway Belt. The water supply and sewage disposal systems would be lake-oriented.

The choice of a linear urbanized area of distinct urban centres, as opposed to a radial spread, emphasizes the need for: (i) a highly integrated transportation system at reasonable cost, and (ii) a low-cost, efficient, non-polluting water and sewer-servicing scheme. The linear arrangement would generate sufficient traffic to make workable a highly sophisticated transit system, compared with the less desirable, somewhat unbalanced, automobile-oriented traffic system normally accompanying trends. The linear urbanized area, arranged along the Lake Ontario shore, provides substantial economies in services. If the trend pattern continues, settlement will move into areas off the lakeshore. These areas do not possess major rivers which could be used for water supply and which could carry treated sewage effluent without damage. Such settlement would require long water and sewage piping. Similar economies may be possible in the future extension of hydro transmission lines, whether above or below ground.

The stimulation of the eastern urban corridor, from Metropolitan Toronto to Bowmanville, is based on increasing efficiency in the transportation system, developing large quantities of land for all purposes such as housing, making better use of the Lake Ontario waterfront, helping less prosperous parts of the Province, and bringing populations closer to the recreation lands recommended for the eastern shore of Lake Simcoe, the Kawartha Lakes and further north. The problem of opening up enough land for the desired low density housing simply cannot be met through exclusively westward development.

The two-tiered arrangement, as opposed to the single-tiered arrangement, is related to the need for two transportation corridors. One reason is that a single corridor would be overloaded. A second is the need to tie the urban growth into recognizable



communities within a workable urban hierarchy. The design of each of the urban centres would try to link the location of the central business district and high density housing to the regional transportation system. For the upper tier cities, particularly, these two components would be placed adjacent to the Parkway Belt within which the transportation system operates. This is generally consistent with the concept of community structure as expressed in *Choices for a Growing Region*.

Regional centre roles are expected for Oshawa and Hamilton. These two would also be the terminal cities for mass transit. These two centres would exert sufficient force through social, cultural, employment and government activities to reduce peak-hour traffic to and from Toronto in the corridors. Other urban centres to the east, west, and north have been assigned lesser roles. In essence, the structure is designed to offer a variety of types of urban centres, both by function and size.

The vital and unifying organ of the entire system is the Parkway Belt. This is a multi-purpose service system which would incorporate many kinds of transportation, pipelines and electrical power lines, water and sewer lines, where applicable, with open space added. It would reduce the number of separate swaths cutting through future urban communities. Defined open space would provide trails joining intersecting ravines and the abutting parks, a buffer against traffic noise, room for selected low density public facilities, and respite from the frustrations caused by continuous urbanization. The essentials are that it would include as many parallel transportation facilities, servicing and energy facilities (pipelines as well as electrical) as possible, and at the same time provide the greatest degree of flexibility for the future.

The Zone 1 concept presented here does not deal at any length with the location of sub-regional centres and related transportation corridors within Metropolitan Toronto. However, care has been taken to ascertain that the Concept here presented relates to plans being developed within Metropolitan Toronto.

### **The Peripheral Zone (Zone 3)**

Recommended policy for the peripheral zone (Zone 3) is similar to that in Zone 1. This policy depends heavily upon encouragement of economic activity in the north and east, and encouragement of only modest growth in the west. It is expected that, by the year 2000, a population of 2 million people will be living in Zone 3. This will amount to a 25 per cent share of overall regional population.

Development of the North Simcoe and Port Hope-Cobourg Districts:

From the northern and eastern segments of Zone 3, the Development Concept recommends:

1. Encouragement of the development of such centres as Barrie and Midland from 1970 to the year 2000 and beyond;
2. Development of a very significant peripheral urban centre in the Port Hope-Cobourg vicinity after 1980.

The reasons for the choice of these two areas are as follows:





1. The problems associated with mass urbanization can be eased by application of the principle of decentralization to encourage centres which are beyond easy commuting range of, but function within, the economic orbit of Metropolitan Toronto.
2. Over concentration of development within the commuting range (Zones 1 and 2), does not make effective use of the Region's space and resources. Thus, at present, there is an unsatisfactory distribution of population in the Region.
3. The goal of provincial integration of the Toronto-Centred Region into an overall provincial development network would be partially realized. If enlarged, urban places like Barrie and Midland could provide closer ties to Northern Ontario. A more dynamic Port Hope-Cobourg nucleus could become a springboard to Eastern Ontario. All of these centres are on major transportation routes and should therefore be attractive to some industrial development.
4. Substantial progress also would be made towards the goal of encouraging each part of the Toronto-Centred region to achieve its potential. The Georgian Bay region currently is the least prosperous in the Province, and average incomes in Eastern Ontario also are generally below those of the Province. In contrast, income levels within Metropolitan Toronto and its immediate suburbs are the highest in the Province. Stimulation of key urban centres to the north and east should partially offset these inequities.
5. The North Simcoe and Port Hope-Cobourg districts possess physical capability for large scale urban development. The provision of water supply and sewage disposal facilities to these urbanized areas can be at a cost comparable with, and possibly cheaper than, costs for similar services in Metropolitan Toronto.

#### The Western and Southern Periphery:

It is expected that spontaneous growth will occur in the western and southern parts of the peripheral zone, as it will along the western segment of Zone 1. In this respect, the role of the Kitchener-Waterloo-Guelph-Galt complex is expected to be substantial, but development at present is hampered by shortage of water and sewer facilities. Separate studies are proceeding to define further the roles of this and other urban clusters within the context of the Toronto-Centred Region. Similar development limitations also apply now to the Brantford-Paris district. The roles of these centres now must be re-evaluated, with special consideration to the industrial complex now coming into being along the north shore of Lake Erie.

#### The Commutershed (Zone 2)

Our policy for the commutershed is to retain it to the maximum degree in recreational, agricultural, and other open space uses. It is expected that, by the year 2000, the percentage of population living in this zone will be 4 per cent, somewhat less than 4.5 present percentage. In actual numbers, we expect 300,000 people in this zone by the year 2000. The high cost of providing sewer and water services throughout this zone is an important consideration in the decisions to reserve it largely for non-urban uses. Such intensive growth therefore should be deflected into the lakeshore area or the peripheral urbanized areas.



The growth which does take place in Zone 2 will be encouraged into (i) the vicinity of an urban axis which is expected to begin in Zone 1 with Richmond Hill and include Aurora, Newmarket, and to a very small degree, Bradford; (ii) such communities as Orangeville, Bolton, Acton, Georgetown, Milton, Uxbridge, Port Perry and Stouffville.

Special care must be taken that the northward access does not predominate as an alternative to growth in the eastern segment of Zone 1. Contiguous strip development along this axis must be prevented by proper planning and by retention of non-urban land between the communities.

Finally, it is important to remember that full-scale development beyond the Lake Ontario watershed will require the pumping of treated sewage effluent back into Lake Ontario to minimize the pollution dangers of Lake Simcoe.

#### **Maintenance of the Georgian Bay Shoreline, Lake Simcoe, Kawartha Lakes, Niagara Escarpment, and Other Special Recreation Areas**

The recreation sections of the Region demand special attention because of the high population growth, increasing health and leisure time, and improvements in transportation. The important goal is to minimize environmental damage while at the same time making effective use of the resources. The Development Concept calls for a more comprehensive recreation plan.

Broadly speaking, in terms of urban development constraints, this guideline recommends moderate growth for Peterborough and Lindsay, which are associated with the Kawartha Lakes; Orillia, which is on Lake Couchiching, and Collingwood, which is on Georgian Bay.

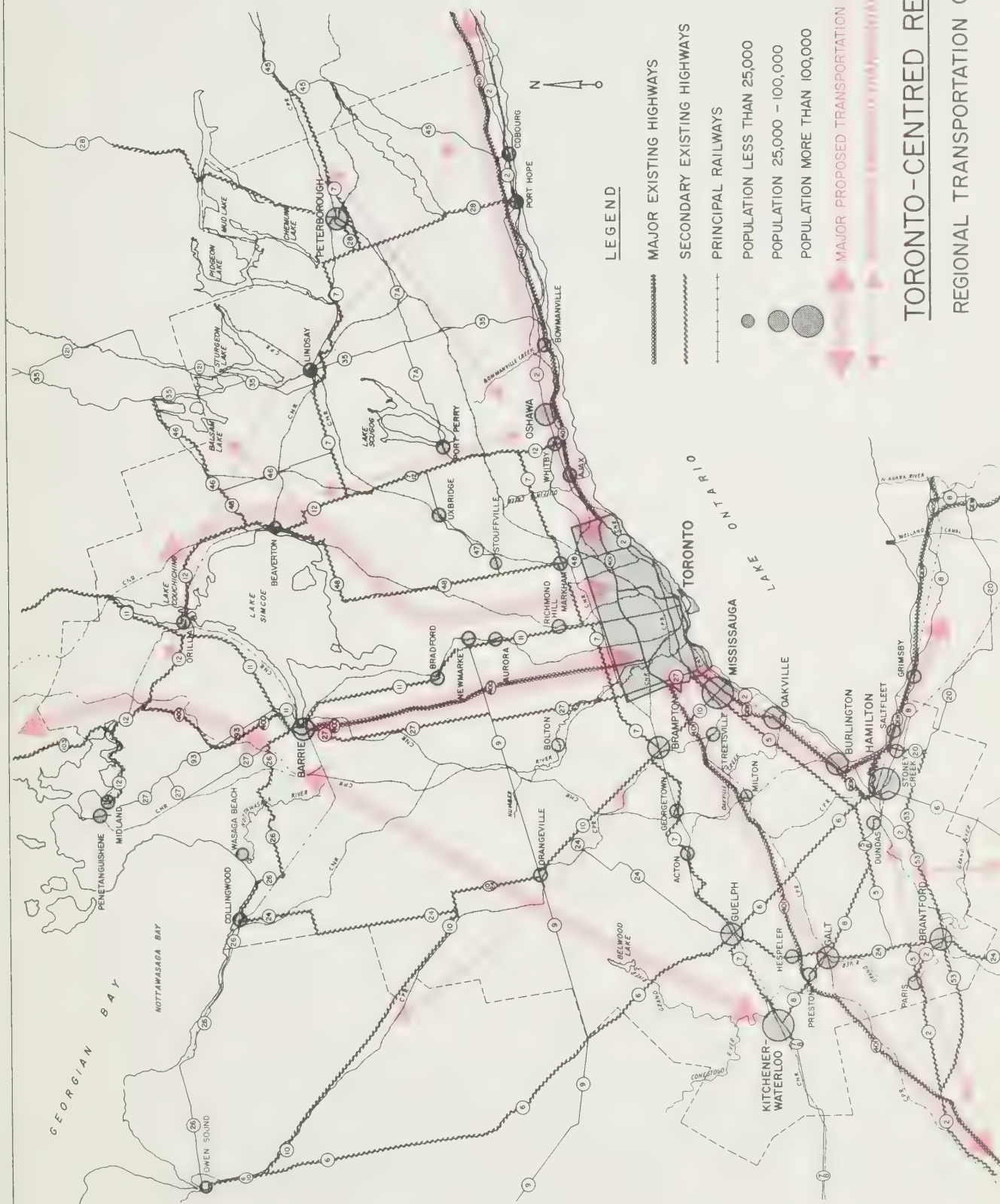
#### **Transportation Policy**

Development of the Region's transportation system must reflect the Development Concept. The building of the system must stimulate the Concept's pattern of urban centres as well as the land uses. Up to this point the system has been considered mainly in terms of linkages (see Plate 6). The determination of modes, categories, sizes and levels of service will form part of the Comprehensive Development Plan, yet to be completed.

#### **Land Transportation**

- (i) The land transportation serving the Lakeshore corridor will require extensive additions and should incorporate all the various transportation modes—highway, rail, air, air-cushioned tracked vehicle, hovercraft, etc.
- (ii) The existing Highway 400, and the proposed Highway 404, together with the proposed GO Transit extensions north, must be carefully defined to ensure an appropriate pattern. These linkages will assist development of Barrie and Midland, which are in linear extension north of Toronto, improve integration of Northern Ontario with the Metropolitan Toronto area, and increase accessibility of people to the recreation areas outside, especially Lake Simcoe.









- (iii) A generally linear alignment exists from Midland through Barrie, Orangeville to Kitchener-Waterloo - Guelph-Galt, and Brantford. Direct and improved service will be necessary to stimulate and serve the growth of populations along that alignment.
- (iv) Midland, Orillia, Lindsay, Peterborough and the centre in the Port Hope-Cobourg vicinity are also in a linear alignment and will also be of sufficient magnitude to require improved interconnecting service (though later and of a lesser magnitude than those mentioned above).
- (v) These linkages will assist in the integration of Northern Ontario both with the developed parts of the Province to the south-west of Toronto, and with Eastern Ontario. They will not only aid overall provincial integration but permit by-passing of Metropolitan Toronto for direct traffic.

#### Water Transportation

- (i) The Midland port would connect the Region to the market centres of Chicago and Detroit and may prove to be a valuable asset in the future if Great Lakes shipping experiences a resurgence. It may also act as a collection point for commodities shipped by water.
- (ii) A port attached to the centre proposed for the vicinity of Port Hope-Cobourg would provide another facility for shipment to ports down the St. Lawrence River and beyond.

#### Air Transportation

- (i) Malton will continue to exert an enormous influence on the shape of the Region.
- (ii) The location of a new international airport to serve South-western Ontario would be of most crucial significance to the future spatial pattern of the Toronto-Centred Region. An airport will bring with it, into an immediate impact area, in excess of 120,000 people with public and private investment in excess of \$3 billion. Furthermore, since a new airport will require highly efficient transportation routes between itself and Malton, a new corridor for potential development will be created. The integrity of the Development Concept requires that a site be chosen which does not add such a powerful magnet for development in a location which conflicts with the strategic components of the plan.

#### Summary

The Design for Development for the Toronto-Centred Region, as for the other regions in Ontario, is based on three fundamental objectives: (1) the encouragement of a more even distribution of people in Ontario, (2) the improvement of the quality of life for those people, and (3) better use of the natural environment. These are the cornerstones of the provincial regional development program. This Report is the first in a series which as a group will provide a concept for the development of all Ontario.







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